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E. O. 11652: GDS

TAGS: CSCE, UR

SUBJECT: MONITORING OF WARSAW PACT CSCE IMPLEMENTATION:
SOVIET UNION, OCTOBER 1977

REF: (A) MOSCOW 6046, (B) 76 STATE 84043, (C) STATE 254332,

(D) STATE 224882

SUMMARY: AS REQUESTED REF C, THE EMBASSY HAS PREPARED THE FIFTH SEM-ANNUAL REPORT ON SOVIET CSCE IMPLEMENTATION. THIS REPORT IDENTIFIES CHANGES IN SOVIET PERFORMANCE WHICH HAVE TAKEN PLACE BETWEEN THE FOURTH REPORT OF MAY 1977 (REF A) AND OCTOBER 31, 1977. IT FOLLOWS THE U.S. CHECKLIST AND TASKING REQUIREMENTS PROVIDED IN REF B, AS SUPPLEMENTED BY PARA 4, REF D. END SUMMARY.

1. WORKING CONDITIONS FOR U.S. BUSINESSMEN

A. WHETHER THERE IS IMPROVEMENT OF CONDITIONS FOR
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EXPANSION OF BUSINESS CONTACTS, INCLUDING ACCESS TO
END-USERS OF IMPORTED CAPITAL GOODS AND TECHNOLOGY.

-- NO CHANGE (HOWEVER, SEE PARA 5F).

B. IMPROVED POSSIBILITIES FOR ESTABLISHMENT OF
PERMANENT REPRESENTATION AND OF OFFICES.

-- IN SEPTEMBER 1977 MONSANTO CHEMICAL CO. WAS
INFORMED THAT ITS REQUEST TO OPEN AN ACCREDITED
OFFICE HAD BEEN APPROVED IN PRINCIPLE. THE ISSUE OF
TEMPORARY ACCREDITATION AFFECTING ALLIS-CHALMERS,
ARMCO AND SPERRY UNIVAC SEEMS TO HAVE BEEN RESOLVED
IN PRACTICE. ALL THREE FIRMS APPEAR TO BE RECEIVING
THE SAME TREATMENT AS OTHER ACCREDITED COMPANIES.
ALLIS-CHALMERS REPRESENTATIVE HAS BEEN GIVEN PERMANENT
HOUSING ACCOMMODATIONS ALTHOUGH A PERMANENT OFFICE FOR
THE FIRM HAS NOT BEEN FOUND.

C. BETTER BROVISION OF HOTEL ACCOMMODATION, MEANS
OF COMMUNICATION, AND SUITABLE BUSINESS AND RESIDEN-
TIAL PREMISES.

-- THERE HAS BEEN SOME IMPROVEMENT OF HOUSING SITU-
ATION FOR RESIDENT BUSINESSMEN. IN ADDITION TO
ALLIS-CHALMERS REP., INTERNATIONAL HARVESTER SERVICE
MANAGER HAS JUST BEEN INFORMED THAT REQUEST FOR

PERMANENT APARTMENT HAS BEEN APPROVED. ACCORDING TO
MINISTRY OF FOREIGN TRADE THERE ARE EIGHT REQUESTS
FOR APARTMENTS BY U.S. FIRMS WHICH MFT HAS NOT YET
BEEN ABLE TO HONOR. WE ARE AWARE OF OUTSTANDING
REQUESTS FOR HOUSING BY SENIOR REPRESENTATIVE OF
INGERSOLL RAND AND DEPUTY REPRESENTATIVES FOR COOPER
INDUSTRIES, ARTHUR ANDERSON AND HEWLETT PACKARD.
NO NEW OFFICE SPACE HAS BEEN MADE AVAILABLE SINCE
THE PREVIOUS REPORT.

D. INCREASE IN AVAILABILITY OF ECONOMIC AND
COMMERCIAL INFORMATION, INCLUDING PERIODIC DIRECTOR-
IES, LISTS OF FOREIGN TRADE ENTITIES AND OFFICIALS,
ORGANIZATIONAL CHARTS OF FIRMS AND ORGANIZATIONS
CONCERNED WITH FOREIGN TRADE, PERTINENT STATISTICS,
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FOREIGN TRADE LAWS AND REGULATIONS, AND ECONOMIC AND
TRADE PROJECTIONS.

--NO CHANGE.

E. INCREASE IN VARIETY AND NUMBER OF COOPERATION
AGREEMENTS WITH U.S. FIRMS.

-- SINCE OUR PREVIOUS REPORT WE ARE AWARE OF ONE
ADDITIONAL TECHNICAL COOPERATION AGREEMENT SIGNED
WITH THE STATE COMMITTEE FOR SCIENCE AND TECHNOLOGY
(SCST). THIS AGREEMENT, WHICH WAS MADE BY THE FIRM
GEO SOURCE, WOULD BRING THE TOTAL NUMBER OF SUCH
AGREEMENTS WITH SCST TO 61. IN ADDITION, THERE ARE
NUMEROUS AGREEMENTS BETWEEN U.S. FIRMS AND INDIVIDUAL
SOVIET MINISTRIES.

2. FAMILY MEETINGS

A. NUMBER OF VISAS ISSUED JAN-JUNE 1977 FOR
VISITS TO FAMILY MEMBERS IN U.S. (BEING PROVIDED BY
DEPARTMENT DIRECTLY TO IS).

B. PROVIDE BRIEF DESCRIPTION OF DEGREE OF
DIFFICULTY AND DELAY PLACED BY HOST GOVERNMENT ON

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EXIT PERMITS FOR LOCAL NATIONALS TO VISIT RELATIVES
IN THE U.S., AND ON VISAS FOR AMERICANS TO VISIT
RELATIVES IN THE HOST COUNTRY.

-- NO CHANGE.

C. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERN-
MENT PERFORMANCE SINCE HELSINKI ON FAMILY VISITS,
CONCERNING BOTH PROVISION OF EXIT PERMITS TO LOCAL
NATIONALS AND VISAS FOR AMERICANS.

-- THE TOTAL NUMBER OF SOVIET CITIZENS PERMITTED
TO TRAVEL TO THE UNITED STATES AS PRIVATE VISITORS FOR
THE PURPOSE OF FAMILY VISITS REMAIN LOW; THE FIGURE
FOR THE FIRST EIGHT MONTHS OF 1977 SHOWS A SMALL
DECREASE BY COMPARISON WITH 1975 LEVELS. THERE WERE
729 PRIVATE VISITORS IN THE FIRST HALF OF 1977 AS
COMPARED TO 743 IN THE FIRST HALF OF 1976.

3. FAMILY REUNIFICATIONS

A. IF POSSIBLE, PROVIDE NUMBER OF LOCAL NATIONALS
WHO APPLIED FOR U.S. IMMIGRANT VISAS (IV'S) TO BE
REUNIFIED WITH THEIR RELATIVES.

-- AS BEFORE, THE NUMBER OF PERSONS APPLYING FOR
U.S. IMMIGRANT VISAS IS IDENTICAL WITH THE NUMBER OF
VISAS ISSUED (SUB PAR B BELOW), SINCE APPLICATIONS
FROM INDIVIDUALS WHO HAVE NOT ALREADY RECEIVED SOVIET
EXIT PERMISSION ARE NOT ACCEPTED. VERY FEW APPLICA-
TIONS FOR IV'S - NO MORE THAN 10 PER YEAR - ARE TURNED
DOWN ON THE GROUNDS OF VOLUNTARY MEMBERSHIP IN THE
COMMUNIST PARTY OR CRIMES INVOLVING MORAL TURPITUDE -
SECTIONS 212 A (28) AND (9) OF THE IMMIGRATION AND
NATURALIZATION ACT.

-- A TOTAL OF 82 IV'S WERE GRANTED TO SOVIET
CITIZENS IN JANUARY-JUNE 1977, WHILE 108 WERE GRANTED
IN THE FIRST SIX MONTHS OF 1976. BY FAR THE GREATER
NUMBER OF SOVIET FAMILY REUNIFICATION CASES ARE
HANDLED BY MEANS OF THIRD COUNTRY PROCESSING VIA ROME.

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THERE WERE 917 SUCH CASES IN JANUARY-JUNE
1977 AND

1,193 IN A SIMILAR PERIOD IN 1976.

B. NUMBER OF U.S. IV'S ISSUED IN JAN-JUNE 1977
FOR THIS PURPOSE (BEING PROVIDED BY DEPARTMENT DIRECTLY
TO IS).

C. ESTIMATE, IF POSSIBLE , OF NUMBER OF LOCAL
NATIONALS WHO HAVE BEEN UNSUCCESSFUL IN THEIR APPLI-
CATIONS TO LOCAL AUTHORITIES FOR FAMILY REUNIFICATION.

--AS BEFORE, RELIABLE ESTIMATES CANNOT BE PRO-
VIDED. SOVIET AUTHORITIES CLAIM THAT THEY ACCEPT MORE
THAN 98 PERCENT OF ALL APPLICATIONS FOR FAMILY REUNI-
FICATION, BUT THE EMBASSY HAS NO WAY OF CHECKING THIS
CLAIM. WE DO KNOW HOWEVER, THAT THE FORMAL REFUSAL RATE IS
HELD DOWN BY THE SIMPLE PROCEDURE OF REFUSING TO
ACCEPT APPLICATIONS FOR SOMEIET CITIZENS.

-- THE RATE OF RESOLUTION OF REPLIST CASES INCREASED
SLIGHTLY IN COMPARISON TO THE PRECEDING PERIOD. THE
RATE FOR AUGUST 1976-AUGUST 1977 WAS 16 PERCENT
FOR INDIVIDUALS (18 PERCENT IF FAMILY MEMBERS ARE
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INCLUDED), WHILE IN THE PREVIOUS 12-MONTH PERIOD THE
RATE WAS 7 PERCENT FOR INDIVIDUALS (ALSO 7 PERCENT
FOR FAMILY MEMBERS).

D. PROVIDE BRIEF DESCRIPTION OF DEGREE OF
DIFFICULTY AND DELAY PLACED BY HOST GOVERNMENT ON
LOCAL NATIONALS WHO APPLY FOR FAMILY REUNIVICATION.

-- NO CHANGE

E. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERN-
MENT PERFORMANCE SINCE LAST REPORT ON FAMILY REUNI-
FICATIONS.

-- SEE SUB PARA C ABOVE.

F. PROVIDE COST OF LOCAL GOVERNMENT EMIGRA-
TION DOCUMENTATION.

-- NO CHANGE.

4. BI-NATIONAL MARIAGES

A. IF POSSIBLE, PROVIDE NUMBER OF BI-NATIONAL
MARRIAGES RECORDED AT EMBASSY.

-- THERE WERE 25 MARRIAGES BETWEEN SOVIET AND
AMERICAN CITIZENS IN 1976. ON THE BASIS OF EMBASSY
LETTERS REQUIRED OF U.S. CITIZENS WISHING TO MARRY
SOVIET CITIZENS APRIL-OCTOBER 1977, SIX MARRIAGES
HAVE BEEN PERFORMED, AT LEAST ON PLANNED MARRIAGE
HAS BEEN DELAYED DUE TO INTERNAL SOVIET BUREAUCRATIC
HURDLES, AND THE STAUS OF THE REMAINDER IS NOT KNOWN.

B. ESTIMATE, IF POSSIBLE, OF NUMBER OF EXIT
PERMIT/ENTRY VISAS ISSUED TO SPOUSES FOR PURPOSE OF
BI-NATIONAL MARRIAGE.

-- SINCE APRIL THE SOVIETS HAVE ISSUED NO MORE THAN
3 OR 4 ENTRY VISAS TO AMERICAN CITIZENS FOR THE SPECIFIC
PURPOSE OF MARRYING SOVIET CITIZENS. MOST AMERICANS
WHO MARRY SOVIET CITIZENS DO SO WHILE IN THE USSR FOR
ANOTHER PURPOSE, E.G., BUSINESS, STUDY, TOURISM, SINCE
THE SOVIET AUTHORITIES ARE RELUCTANT TO ISSUE ENTRY
VISAS TO AMERICANS APPLYING FOR THE STATED PURPOSE OF
MARRYING SOVIET CITIZENS.

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C. ESTIMATE, IF POSSIBLE, OF NUMBER OF EXIT PERMITS/ENTRY VISAS TO SPOUSES DELAYED BY LOCAL AUTHORITIES FOR MORE THAN SIX MONTHS.

-- THE ONE OUTSTANDING CASE OF A SOVIET SPOUSE BEING DENIED AN EXIT PERMIT TO JOIN HER AMERICAN HUSBAND, THAT OF IRINA MCCLELLAN, HAS NOT BEEN RESOLVED SINCE AUGUST 1974, DESPITE HIGH LEVEL REPRESENTATIONS IN 1976 AND 1977.

D. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERNMENT PERFORMANCE SINCE HELSINKI ON BI-NATIONAL MARRIAGES.

-- THE SOVIET ATTITUDE TOWARD BI-NATIONAL MARRIAGES REMAINS ONE OF RELUCTANT TOLERANCE WITHOUT ENCOURAGEMENT. THE ONE AREA OF IMPROVEMENT IS IN THE REDUCTION OF THE TIME A SOVIET SPOUSE MUST WAIT FOR PERMISSION TO LEAVE THE COUNTRY AFTER THE DATE OF MARRIAGE. THE AVERAGE WAITING TIME WAS REDUCED FROM APPROXIMATELY SEVEN MONTHS IN 1975 TO APPROXIMATELY FOUR MONTHS IN 1976. DURING 1976, APPROXIMATELY 40 PERCENT OF ALL MARRIAGE CASES WERE RESOLVED IN LESS
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THAN 90 DAYS FROM THE DATE OF MARRIAGE. THE SOVIETS HAVE MADE NO EFFORT TO SIMPLIFY THE COMPLICATED INTERNAL PROCEDURES AND BUREAUCRATIC RED-TAPE INVOLVED IN BI-NATIONAL MARRIAGES.

5. TRAVEL AND TOURISM

A. NUMBER OF (1) TOTAL U.S. NON-IMMIGRANT VISAS (NIV'S) AND (2) TOURIST VISAS ISSUED JAN-JUNE 1977 (BEING PROVIDED BY DEPARTMENT DIRECTLY TO IS).

B. ESTIMATE, IF POSSIBLE, OF NUMBER OF (1) NIV'S AND (2) TOURIST VISAS GRANTED BY HOST GOVERNMENT TO AMERICANS.

-- INTOURIST STATISTICS SHOW 97,800 SOVIET NON-IMMIGRANT VISAS WERE GRANTED TO AMERICAN CITIZENS IN 1976. AMERICAN EXPRESS STILL ESTIMATES THAT THE FIGURE FOR 1977 WILL BE SLIGHTLY IN EXCESS OF 100,000. HOWEVER, IT NOW BELIEVES THAT AT LEAST 75 PERCENT (NOT 60 PERCENT) OF ALL VISAS ARE FOR TOURIST PURPOSES.

C. ESTIMATE OF AVERAGE LENGTH OF TIME FOR ISSUE OF U.S. NIV'S; COST OF VISA.

-- NO CHANGE.

D. ESTIMATE, IF POSSIBLE, OF AVERAGE LENGTH OF TIME TO ISSUE HOST GOVERNMENT'S NIV'S; COST OF VISAS.

-- NO CHANGE.

E. ESTIMATE OF AVERAGE LENGTH OF TIME NEEDED BY LOCAL NATIONALS FOR COMPLETING ALL HOST GOVERNMENT EXIT FORMALITIES.

-- FOR NIV'S, GENERALLY LESS THAN THREE MONTHS, THOUGH MANY PEOPLE HAVE WAITED (AND ARE WAITING) FOR MORE THAN A DECADE.

F. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERNMENT PERFORMANCE SINCE HELSINKI ON VISA AND ADMINISTRATIVE PRACTICES RELATED TO TRAVEL AND TOURISM.

-- APPROXIMATELY 25 PERCENT OF THE SOVIET UNION REMAINS OFF-LIMITS TO FOREIGN TOURISTS. A CONTINUING

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PROBLEM FOR EXCHANGE SCIENTISTS AND SCHOLARS IS THAT
THE SOVIET GOVERNMENT DOES NOT INCLUDE EXIT VISAS WHEN
IT ISSUES ENTRY VISAS, THUS REQUIRING EXCHANGEES TO
APPLY FOR EXIT VISA EACH TIME THEY WISH TO LEAVE THE
COUNTRY. IT IS PARTICULARLY DIFFICULT TO OBTAIN
EXIT VISAS DURING THE WEEKEND AND EXCHANGEES WHO HAVE

EMERGENCY REASONS FOR WISHING TO LEAVE ON WEEKENDS ARE OFTEN FRUSTRATED. RECENTLY, FOR EXAMPLE, WIFE OF AN EXCHANGE STUDENT WAS KEPT FROM SEEING HER TERMINALLY ILL MOTHER BEFORE SHE DIED BECAUSE OF THE EXIT VIS PROBLEM. IN OUR LAS REPORT WE NOTED AN APPARENT TIGHTENING OF SOVIET PROCEDURES WITH RESPECT TO EXIT VISAS FOR ACCREDITED BUSINESSMEN NOT ENTITLED TO MULTIPLE ENTRY VISAS. THESE RESTRICTIONS WHICH INCLUDE THE LIMITATION OF VALIDITY OF EXIT VISAS TO A PERIOD OF 10 DAYS FROM DATE OF ISSUANCE AND THE SPECIFICATION OF DESTINATION ON THE VISA APPLICATION HAVE BECOME STANDARD PROCEDURE. MOREOVER, SOVIETS HAVE TURNED DOWN OUR REQUEST FOR A TOURISM AGREEMENT.

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6. INFORMATION

A. ESTIMATE, IF POSSIBLE, CURRENT NUMBER OF U.S. NEWSPAPERS AND MAGAZINES IN HOST COUNTRY, SHOWING NUMBER OF TITLES; NUMBER OF COPIES; PERCENTAGE OF NUMBER OF COPIES ACCOUNTED FOR BY AMERICAN COMMUNIST PUBLICATIONS.

-- NO CHANGE.

C. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERNMENT PERFORMANCE ON PRINTED INFORMATION.

-- THE SEPTEMBER, 1977, MOSCOW BOOK FAIR ACHIEVED SOME SUCCESSES IN RAISING THE PROFILE OF WESTERN PUBLICATIONS IN THE USSR. CONTRACTS AND TRANSLATION RIGHTS AGREEMENTS SIGNED AT THE FAIR MAY, IN TIME, INCREASE THE AVAILABILITY OF WESTERN BOOKS IN SOVIET EDITIONS. PERHAPS MORE IMPORTANT, AN ESTIMATED 140,000 RANDOMLY VISITED THE FAIR AND GAINED RARE EXPOSURE TO MATERIALS PREVIOUSLY UNAVAILABLE TO THE RUSSIAN PUBLIC.

D. ESTIMATE, AS WELL AS POSSIBLE, NUMBER OF AMERICAN FEATURE AND NON-FEATURE FILMS SHOWN CURRENTLY IN HOST COUNTRY COMMERCIALY, ON TELEVISION, AND BY SPECIAL SHOWINGS.

-- SEVEN AMERICAN FEATURE FILMS AND SEVEN DOCUMENTARIES WERE SHOWN TO LIMITED AUDIENCES DURING THE JULY, 1977, TENTH MOSCOW INTERNATIONAL FILM FESTIVAL. HOWEVER, TO DATE NO AMERICAN FILMS HAVE BEEN PURCHASED BY THE SOVIETS DURING CALENDAR 1977 - A SHARP DEPARTURE FROM THE PREVIOUS AVERAGE OF 5-6 PER YEAR.

E. ESTIMATE PERCENTAGE OF VOA, RFE, RL AND RIAS BROADCASTS NOW JAMMED BY LOCAL GOVERNMENT.

-- NO CHANGE.

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AMCONSUL POZNAN
AMEMBASSY PRAGUE
AMEMBASSY REYKJAVIK
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WMEMBASSY ROME 6488
AMEMBASSY SOFIA
WMEMBASSY STOCKHOLM 698

WMZMBASSY THE HAGUE 540
AMEMBASSY VALLETTA
AMEMBASSY VIENNA
AMEMBASSY WARSAW
AMCONSUL ZAGREB

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USEEC

F. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERN-
MENT PERFORMANCE ON FILMED AND BROADCAST INFORMATION.

-- NO CHANGE.

7. WORKING CONDITIONS FOR JOURNALISTS

A. ESTIMATE, SINCE HELSINKI, NUMBER OF MULTIPLE
EXIT/ENTRY VISAS GRANTED AMERICAN NEWSMEN BY LOCAL
AUTHORITIES WITH PERMANENT ACCREDITATION; AND VISAS
FOR INDIVIDUAL VISITS TO AMERICAN JOURNALISTS NOT
PERMANENTLY ACCREDEITED.

-- NO CHANGE.

B. ESTIMATE NUMBER OF SUCH VISAS REFUSED.

-- NONE

C. ESTIMATE NUMBER OF SUCH VISAS DELAYED MORE
THAN SIX MONTHS.

-- NONE.

D. NUMBER OF AMERICN JOURNALISTS NOW PERMANENTLY
ACCREDITED IN LOCAL COUNTRY.

-- TWENTY-SIX.

E. NUMBER OF AMERICAN JOURNALISTS EXPELLED SINE
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HELSINKI.

-- ALTHOUGH NOT EXPELLED, THE LOS ANGELES TIMES
CORRESPONDENT IN MOSCOW WAS DETAINED BY SOVIET POLICE
ON JUNE 11, AND DURING THE NEXT FIVE DAYS HE WAS SUMMONED
FOR REPEATED INTERROGATIONS ABOUT HIS CONTACTS WITH
DISSIDENTS. IMMEDIATELY AFTERWARDS, HIS THREE-YEAR
TOUR CAME TO AN END AND HE DEPARTED MOSCOW.

F. PROVIDE BRIEF CHARACTERIZATION OF HOST GOVERN-
MENT PERFORMANCE REGARDING ACCESS TO LOCAL COURCES,
FREEDOM OF MOVEMENT, FREEDOM TO IMPORT TECHNICAL
EQUIPMENT, FREEDOM TO IMPORT TECHNICAL ASSISTANCE
(E.G., FILM CREWS), AND FREEDOM TO COMMUNICATE WITH
PARENT ORGANIZATION.

-- THE INCIDENT CITED IN PARA E ABOVE AND SUBSE-
QUENT ARTICLE IN THE SOVIET PRESS ON ALLEGED MIS-
BEHAVIOR OF U.S. CORRESPONDENTS, WERE OBVIOUS ATTEMPTS
TO NEGATIVELY INFLUENCE WESTERN CORRESPONDENTS'
FREEDOM OF MOVEMENT AND ACCESS TO SOVIET SOURCES. ON

THE OTHER HAND, IMPROVEMENT IN ANOTHER AREA WAS NOTED WHEN CBS RECEIVED SOVIET PERMISSION TO ASSIGN A WESTERN NATIONAL AS A CAMERAMAN/TECHNICIAN TO THE NETWORK'S MOSCOW BUREAU, ENDING RELIANCE ON SOVIET FILM CREWS.

G. NUMBER OF U.S. VISAS GRANTED TO HOST COUNTRY JOURNALISTS (A) FOR PERMANENT ACCREDITATION, AND (B) FOR SHORTER VISITS.

-- THIRTY-FOUR FOR BOTH CATEGORIES.

H. ESTIMATED NUMBER OF SUCH VISAS REFUSED.

-- NONE.

I. ESTIMATED NUMBER OF SUCH VISAS DELAYED FOR MORE THAN SIX MONTHS.

-- NONE.

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Message Attributes

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Decaption Note:
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Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
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Executive Order: GS
Errors: N/A
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Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
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